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REPORT
No. 98-144

ARMS CONTROL AND DISARMAMENT AGENCY AUTHORIZATION, FISCAL YEARS 1984 AND 1985

MAY 23 (legislative day, MAY 16), 1983.—Ordered to be printed

Mr. PERCY, from the Committee on Foreign Relations, submitted the following

REPORT

[To accompany S. 608]

The Committee on Foreign Relations, to which was referred the bill (S. 608) to amend the Arms Control and Disarmament Act, as amended, in order to extend the authorization for appropriations having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

PRIMARY PURPOSES

The principal purpose of S. 608 is to authorize appropriations for the Arms Control and Disarmanent Agency [ACDA] for fiscal years 1984 and 1985. The sum authorized for fiscal year 1984 is $20,888,000 and the sum of $21,932,000 for fiscal year 1985. In each case the sum authorized includes such additional amounts, for each such fiscal year, as may be necessary for increases in salary, pay, retirement, other employee benefits authorized by law, and other nondiscretionary costs, and to offset adverse fluctuations in foreign currency exchange rates.

The bill also establishes a new section 28 in the Arms Control and Disarmament Act of 1961, as amended, to establish a program for visiting scholars in the field of arms control and disarmament in order to obtain the services of scholars from the faculties of recognized institutions of higher learning. The bill specifies that in each fiscal year not less than $200,000 shall be available for the program for visiting scholars. The bill also creates a new section 51 in the act to authorize the Director to create up to eight additional

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permanent personnel positions at both junior and more senior levels for specialists in Soviet foreign and military policies, arms control, or strategic affairs, who also demonstrate fluency in Russian.

COMMITTEE ACTION

Senator Percy introduced, by request, on February 28, 1983, S. 608 to amend the Arms Control and Disarmament Act, as amended, to authorize appropriations for fiscal years 1984 and 1985. A hearing was held on the authorization bill on March 9, 1983. The principal witness for the Agency was the Acting Director, James L. George.

The administration requested authorizations for fiscal year 1984 of $21,385,000 and for fiscal year 1985 of $21,675,000, and such additional amounts as may be necessary for increases in salary, pay, retirement, other employee benefits authorized by law, and other nondiscretionary costs, and to offset adverse fluctuations in foreign currency exchange rates. Previous Agency authorizations were $18,268,000 for fiscal year 1982 and $19,893,852 for fiscal year 1983.

ARMS CONTROL AND DISARMAMENT AGENCY FUNDING

[In thousands of dollars]

Fiscal year 1983 authorization	Fiscal year 1983 appropriation	Administration fiscal year 1984 request	Administration fiscal year 1985 request	Committee fiscal year 1984 bill	Committee fiscal year 1985 bill
19,894	15,142	21,385	21,675	20,888	21,932

The committee marked up the ACDA authorization on April 28, 1983. The committee noted that the requested authorization included $4,980,000 in fiscal year 1984 and $4,932,000 in fiscal year 1985 for the transfer from the Department of Energy to ACDA management of the reduced enrichment in research and test reactor program [RERTR], aimed at developing a low-enriched fuel as a substitute for highly enriched uranium in small reactors—thus reducing the proliferation risks posed by the use of weapons-grade uranium. The administration originally proposed the transfer of the RERTR program from the Department of Energy to ACDA in connection with the fiscal year 1982 and fiscal year 1983 authorization and appropriations. The proposal was originally made because of the administration's expressed desire to abolish the Department of Energy. That proposal never came to fruition. The committee decided in connection with the fiscal year 1983 and fiscal year 1984 authorization that, while it supported the RERTR program in concept, it did not believe that ACDA was prepared to manage a program of such magnitude, and it did not approve the transfer. The committee continues to believe that the program should remain in the Department of Energy. Accordingly, it does not authorize either the transfer of the program or spending by the Agency in support of the RERTR program. Until the administration is willing to provide ACDA with the necessary personnel and resources, we do not believe it is appropriate to burden the Agency with such costly programs as the RERTR effort.

Excluding the funds requested for RERTR, the authorizations and appropriations for ACDA would be as follows:

REQUESTS, AUTHORIZATIONS, AND APPROPRIATIONS

[In thousands of dollars]

	Fiscal year—				
	1981	1982	1983	1984	1985
Requests	[1] 19,000 [2] 17,000	16,768	15,142	[3] 16,405	[3] 16,743
Appropriations	18,500	16,768	15,142	[4]	[4]
Authorizations	20,645	18,268	19,894	20,888	21,932

[1] Carter administration.
[2] As requested.
[3] Reagan administration.
[4] Committee recommendation.

The committee has supported authorizations and appropriations for ACDA sufficient to insure that it would have adequate funding to support various arms control efforts, including major arms control negotiations. Currently the Agency is providing major funding for the Strategic Arms Reduction Talks [START], the Intermediate Range Nuclear Forces [IRNF] talks and the Standing Consultative Commission [SCC] created under SALT I. In addition, the Agency is incurring costs in connection with mutual and balanced force reductions [MBFR] and efforts in the Committee on Disarmament [CD] in Geneva. Accordingly, the committee concluded that it would be appropriate to provide modest increases in authorized funding over the $19,893,852 for fiscal year 1983, and voted to authorize $20,888,000 for fiscal year 1984 and $21,932,000 for fiscal year 1985.

The committee approved an amendment offered by Senator Pell providing that the Director shall establish at ACDA a program for visiting scholars in the field of arms control and disarmament. The purpose is to afford specialists in various disciplines relevant to the Agency's activities, such as, but not limited to, the physical sciences, a valuable opportunity for firsthand experience in participation in ACDA's activities and to gain for the Agency the perspective and expertise such scholars can offer. Appointments will be for 1-year terms, with a 1-year extension permitted. To insure continuity and a nonpartisan character, fellows will be chosen by a board chaired by the present Director and including all former directors. The committee agreed to authorize the appropriation of not less than $200,000 each year in fiscal years 1984 and 1985 to provide initial funding for the program.

The committee also approved an amendment offered by Senator Pressler authorizing the Director to create up to eight additional permanemt personnel positions at appropriate grade levels for specialists in Soviet foreign and military policies, arms control, or strategic affairs, who also demonstrate fluency in Russian. The purpose of the amendment is to encourage the Agency to employ a sufficient number of people with appropriate substantive background, as well as skills in the Russian language, to assist at negotiations, in the backstopping of negotiations and other arms control activities.

At the conclusion of the markup, S. 608, as amended, was ordered reported unanimously, by voice vote, with a quorum present.

COMMITTEE COMMENTS

The committee considered the ACDA authorization at a very difficult point for the Agency. A new Director had just been confirmed, but the Deputy Director position still remained vacant after more than 2 years of this administration, and the Agency had in place only two of its four authorized Assistant Directors. The Agency's spending continued to be sharply curtained and total permanent personel had declined by one-fourth in the past several years. The committee has monitored the Agency's activities carefully over the years, and many members were concerned that ACDA's functioning might have become so severely hampered that its ability to provide effective support for negotiations and to take the leading role in pursuit of arms control might be severely hurt. The committee noted that among other things, budget strictures had caused the Agency to close the library and turn over its books to George Washington University and to shut down its independent computer operation.

In connection with the authorization for fiscal year 1983 and 1984 the committee had urged the Agency to maintain its personnel levels, given the increased demands placed on the Agency by numerous negotiations. As Senator Percy pointed out, "Despite this recommendation, ACDA reduced its staff by 11 to 154. This cut represents a continuation of an unwelcome trend, and the committee is concerned with the Agency's decision to ignore our recommendations."

The chairman further noted that it may be necessary to abandon the committee's practice of authorizing a single sum for ACDA with limited earmarking of funds to move to an approach of thorough earmarking to insure that the Agency carries out recommendations and requirements passed by the Congress. The committee would like to give the Agency maximum flexibility, given the Agency's relative modest budget, but it cannot tolerate continued action by ACDA which ignores the suggestions and instructions by Congress. The committee further noted that the Agency has never fully implemented Senator Glenn's amendment approved by the Congress in 1978 providing that the Agency shall accompany each authorization request "with a detailed budget for each bureau and functional category within each bureau which budget shall set forth and justify obligations and outlays for the fiscal year preceding and next following such year." The committee wishes to serve notice to the Agency that it will expect strict adherence to the Glenn amendment in future years, as well as careful attention to the advice and instructions by the committee and the Congress.

Earlier this year, a majority of the members of the committee voted to report unfavorably the nomination of Kenneth L. Adelman to be the Director of ACDA. The Senate, however, voted to confirm Mr. Adelman. Now that that decision has been made, the committee intends to give Mr. Adelman its full support in all efforts to develop sound arms control policies, to achieve bilateral and multilateral agreements in arms control, and to bolster the

Agency. As Senator Pell told the committee, "I think now that Mr. Adelman is confirmed we ought to give him all means we can to put the ACDA house in order."

Accordingly, the committee decided unanimously to provide a modest increase for financial support authorized for ACDA. It is expected that continuation of current negotiations will strain ACDA's financial resources and the committee intends, through this authorization, to insure that ACDA has sufficient funds to continue, or even expand these efforts, and to take advantage of opportunities for arms control initiatives.

Section-by-Section Analysis

SECTION 1—SHORT TITLE

That this act may be cited as the "Arms Control and Disarmament Agency Authorization Act, Fiscal Years 1984 and 1985."

SECTION 2—AUTHORIZATION OF APPROPRIATIONS

This section would amend section 49(a) of the Arms Control and Disarmament Act of 1961 (22 U.S.C. 2589(a)) to authorize appropriations for the U.S. Arms Control and Disarmament Agency for fiscal years 1984 and 1985. The administration asked the sums of $21,385,000 for fiscal year 1984 and $21,675,000 for fiscal year 1985. Subtracting the $6,080,000 for fiscal year 1984 and the $6,032,000 for fiscal year 1985 which the administration proposed that ACDA spend on the reduced enrichment in research and test reactors program in the event that programs were transferred from the Department of Energy to ACDA, the request would be $16,405,000 for fiscal year 1984 and $16,743,000 for fiscal year 1985. The committee disagreed with the transfer and does not authorize the requested spending by ACDA for the program. However, excluding funds for the test program, the committee does not believe that the administration has requested adequate funding. A total of $18,268,000 was authorized for fiscal year 1982 and $19,893,852 was authorized for fiscal year 1983. The committee concluded that increases of 5 percent annually would be appropriate and, accordingly, voted to recommend authorization of $20,888,000 for fiscal year 1984 and $21,932,000 for fiscal year 1985.

This section also provides that, of the sums authorized to be appropriated for fiscal years 1984 and 1985, not less than $200,000 shall be available in each fiscal year only for the purpose of initiating and supporting a program for visiting scholars in the field of arms control and disarmament.

SECTION 3—PROGRAM FOR VISITING SCHOLARS

This section amends the act to add a new section 28 providing that:

> A program for visiting scholars in the field of arms control and disarmament shall be established by the Director in order to obtain the services of scholars from the faculties of recognized institutions of higher learning. The purpose of the program will be to give specialists in the physi-

cal sciences and other disciplines relevant to the Agency's activities an opportunity for active participation in the arms control and disarmament activities of the Agency and to gain for the Agency the perspective and expertise such persons can offer. Fellows in the program shall be appointed for a term of 1 year, with a 1-year extension permitted. Fellows shall be chosen by a board consisting of the Director, who shall chair, and all former directors of the Agency.

In offering the amendment, establishing this section, Senator Pell told the committee, "The personnel strictures which the Agency has endured have reduced greatly its ability to do strong analytical work and to support current and prospective arms control negotiations." The program for visiting scholars is envisaged both as a source for the Agency, on a temporary basis, of people with the background and expertise to contribute to the Agency's work and as an opportunity for interested scholars to gain practical experience in current arms control and disarmament activities.

SECTION 4—SPECIALISTS FLUENT IN RUSSIAN LANGUAGE

This section amends the act to add a section 51 authorizing the Director to create up to eight additional permanent personnel positions at both junior and more senior levels for specialists in Soviet foreign and military policies, arms control, or strategic affairs, who also demonstrate fluency in Russian.

It is not intended that fluency in Russian should substitute for other skills the Agency might seek in its professional employees. The personnel the Director could appoint under this provision would be expected to meet the same standards as others considered for employment. However, it is expected that fluency in Russian would constitute an additional qualification which would give persons possessing that skill a unique value to the Agency.

Those applying for these positions should demonstrate a fluency in reading, writing, and speaking Russian through an established testing procedure, such as that offered by the Foreign Service Institute. These positions should be distributed throughout the four operation bureaus in ACDA. Should all eight positions be created, a minimum of three should be assigned to the Bureau of Strategic Programs.

Cost Estimate

In accordance with rule XXVI, paragraph 11(a) of the Standing Rules of the Senate, the committee provides the following estimates of the cost of this original bill, prepared by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., May 9, 1983.

Hon. CHARLES H. PERCY,
Chairman, Committee on Foreign Relations,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for S. 608, the Arms Control and Disarmament Act Amendments of 1983, as ordered reported by the Senate Committee on Foreign Relations on April 28, 1983.

Should the Committee so desire, we would be pleased to provide further detail on the attached cost estimate.

Sincerely,

ALICE M. RIVLIN, *Director.*

CONGRESSIONAL BUDGET OFFICE—COST ESTIMATE

1. Bill number: S. 608.

2. Bill title: Arms Control and Disarmament Act Amendments of 1983.

3. Bill status: As ordered reported by the Senate Committee on Foreign Relations on April 28, 1983.

4. Bill purpose: This bill amends the Arms Control and Disarmament Act in order to extend the authorization for appropriation. The bill authorizes the appropriation of $20.9 million for the fiscal year 1984, and $21.9 million for the fiscal year 1985 and such amounts as may be necessary for increases in salary, pay, retirement, other employee benefits authorized by law, and other nondiscretionary costs, and to offset adverse fluctuations in foreign currency exchange rates.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1984	1985	1986	1987	1988
Budget function 150:					
Authorization level	20.9	21.9			
Estimated outlays	16.6	20.1	4.4	1.7	
Budget function 920:					
Estimated authorization	.5	.5			
Estimated outlays	.5	.5	(1)		

[1] Less than $50,000.

Basis of estimate

This estimate is based on the assumption that the bill will be enacted by September 30, 1983, and that the authorization levels in the bill will be appropriated. Pay raise assumptions in budget function 920 are based upon CBO baseline pay raise assumptions, and the pay and benefit levels implicit in the authorization amount. Outlay rates are based upon the historical outlay rates of the Arms Control and Disarmament Agency.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.
8. Previous CBO estimate: None.
9. Estimate prepared by: Carla Kruytbosch.
10. Estimate approved by: C. G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

Evaluation of Regulatory Impact

In accordance with rule XXVI, paragraph 11(b) of the Standing Rules of the Senate, the committee has concluded that there is no regulatory impact from S. 608.

Changes in Existing Law

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

Arms Control and Disarmament Act, as Amended

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TITLE II—ORGANIZATION

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PROGRAM FOR VISITING SCHOLARS

Sec. 28. A Program for Visiting Scholars in the field of arms control and disarmament shall be established by the Director in order to obtain the services of scholars from the faculties of recognized institutions of higher learning. The purpose of the program will be to give specialists in the physical sciences and other disciplines relevant to the Agency's activities an opportunity for active participation in the arms control and disarmament activities of the Agency and to gain for the Agency the perspective and expertise such persons can offer. Fellows in the program shall be appointed for a term of one year, with a one-year extension permitted. Fellows shall be chosen by a board consisting of the Director, who shall chair, and all former directors of the Agency.

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TITLE IV—GENERAL PROVISIONS

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APPROPRIATION

[Sec. 49. (a) To carry out the purposes of this Act, there are authorized to be appropriated—

(1) for the fiscal year 1980, $18,876,000, and

(2) for the fiscal year 1981, $20,645,000,

and such additional amounts, for each such fiscal year, as may be necessary for increases in salary, pay, retirement, other employee benefits authorized by law, and other nondiscretionary costs, and to

offset adverse fluctuations in foreign currency exchange rates. Amounts appropriated under this subsection are authorized to remain available until expended.]

SEC. 49. (a) To carry out the purposes of this Act, there are authorized to be appropriated—

(1) for the fiscal year 1984, $20,888,000 and for the fiscal year 1985, $21,932,000 (and such additional amounts as may be necessary for increases in salary, pay, retirement, and other employee benefits authorized by law, and other nondiscretionary costs, and to offset adverse fluctuations in foreign currency exchange rates).

(2) of the sums authorized to be appropriated for fiscal years 1984 and 1985, not less than $200,000 shall be available in each year only for the purpose of initiating and supporting a Program for Visiting Scholars in the field of arms control and disarmament.

Amounts appropriated under this subsection are authorized to remain available until expended.

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SPECIALISTS FLUENT IN RUSSIAN LANGUAGE

SEC. 51. The Director is authorized to create up to eight additional permanent personnel positions at both junior and more senior levels for specialists in Soviet foreign and military policies, arms control, or strategic affairs, who also demonstrate fluency in Russian.

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